

Commonwealth of Massachusetts
Department of Housing & Community Development
Fiscal Year 2016 Community Services Block Grant (CSBG)
2nd Year State Plan Submission
Dated - September 1, 2015

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Mandatory Grant Application SF-424

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**** Massachusetts submitted a comprehensive Consolidated CSBG State Plan and Application for Fiscal Years 2015-2016 on September 1, 2014. In preparation for the transition to an automated state plan submission for FY16, The Office of Community Services (OCS) developed a special process to obtain necessary performance management information from states with an existing two-year plan. Guidance was issued to those CSBG State Agencies that submitted a two-year plan to use for planning and development of their second Year State Plan submission. Sections: 2, 4, 11, 12, 13, 14, & 15 are not required for the FY 2016 CSBG 2nd Year State Plan submission. Massachusetts will provide a comprehensive CSBG State Plan in Fiscal Year 2017.**

SECTION 1

CSBG Lead Agency, CSBG Authorized Official, CSBG Point of Contact, and Official State Designation Letter

Lead agency

In accordance with Section 676(a)(1) of the Community Services Block Grant Act, as amended (Pub. 105-285), the Governor of the Commonwealth of Massachusetts has designated the Executive Office of Housing and Economic Development, Department of Housing and Community Development (DHCD) as the lead administering agency of the Community Services Block Grant (CSBG) program. Chrystal Kornegay, as the Undersecretary of DHCD, is authorized to sign federal assurances and all other documents pertaining to the CSBG.

The State office to receive the CSBG award notices is:

Massachusetts Department of Housing and Community Development
100 Cambridge Street, Suite 300
Boston, MA 02114
Office: (617) 573-1100
Fax: (617) 573-1120

Employer Identification Number: 046002284
DUNS Number: 824848162

Division, bureau, or office of the CSBG authorized official

DHCD is the office of the CSBG authorized official. DHCD is the principal public agency for housing and community development concerns that affect the 351 cities and towns of the Commonwealth. In this role, DHCD utilizes state and federal funds and technical assistance available to strengthen communities and help them plan new developments, encourage economic development, revitalize areas of disinvestment, improve local government management, build and manage public housing, stimulate affordable rental and homeownership through the public/private sector, and respond to the needs of low-income people. DHCD administers public housing programs, coordinates anti-poverty efforts, allocates federal community development resources, and provides a variety of services to local government officials statewide.

Authorized official of the lead agency

In accordance with Section 9908(a)(1) of the Community Services Block Grant Act, as most recently amended (42 U.S.C. Section 99011 et seq.), Chrystal Kornegay, the Undersecretary of the Massachusetts Department of Housing and Community Development, is the authorized official of DHCD, the lead agency.

Massachusetts Department of Housing and Community Development

100 Cambridge Street, Suite 300
Boston, MA 02114
Office: (617) 573-1100
Fax: (617) 573-1120
Email: Chrystal.Kornegay@state.ma.us

Agency name

Massachusetts Department of Housing and Community Development

The designated State CSBG point of contact for DHCD is:

Louis Martin
Acting Associate Director
Division of Community Services
100 Cambridge Street, Suite 300
Boston
MA, 02114
Office: (617) 573-1402
Fax: (617) 573-1460
E-mail: louis.martin@state.ma.us

Point of contact agency website

www.mass.gov/dhcd

Designation Letter: Attach the State's official CSBG designation letter. If either the governor or designated agency has changed, update the letter accordingly. **[SEE ATTACHED]**

SECTION 3

State Plan Development and Statewide Goals

CSBG Lead Agency Mission and Responsibilities: Briefly describe the mission and responsibilities of the State agency that serves as the CSBG lead agency.

DHCD's mission is to strengthen cities, towns and neighborhoods to enhance the quality of life of Massachusetts residents. To accomplish this mission, DHCD will provide leadership, professional assistance, and financial resources to promote safe, decent affordable housing opportunities, economic vitality of communities and sound municipal management. DHCD will forge partnerships with regional and local governments, public agencies, community-based organizations, and the business community to achieve common goals and objectives. In all of these efforts, DHCD will recognize and respect the diverse needs, circumstances, and characteristics of individuals and communities. DHCD is responsible for a variety of programs and services that are administered through four divisions: (Division of Community Services, Division of Public Housing and Rental Assistance, Division of Housing Development and the Division of Housing Stabilization). DHCD also oversees the Commission on Indian Affairs, the Manufactured Homes Commission, and the American and Canadian/French Cultural Exchange Commission. In addition, the following quasi-public agencies work closely with DHCD in supporting housing and community development activities: the Massachusetts Housing Finance Agency; the Massachusetts Community Economic Development Assistance Corporation, and the Massachusetts Housing Partnership.

State Plan Goals: Describe the State's CSBG-specific goals for State administration of CSBG under this State Plan.

Governor Charles Baker is committed to making Massachusetts a truly great place to live, work, start a business and raise a family. As Governor, he has pledged to work toward a growing economy with family-sustaining jobs; ensure that schools across the Commonwealth provide opportunity for every child regardless of zip code; and make Beacon Hill a true partner with our local governments to create safer and thriving communities across Massachusetts. Governor Charles Baker will look for his administration to address some of the following priorities for the Commonwealth of Massachusetts in this year: boosting the Massachusetts economy which will focus on workforce development, reduction of the unemployment rate and the high cost of healthcare; closing the achievement gap in Massachusetts schools through education reform, which will strengthen the Massachusetts local communities; and addressing the homelessness crisis in the state with a heavy focus on developing individualized plans for families being housed in hotels under emergency status, which will benefit low-income individuals in Massachusetts.

Eligible Entity Involvement

Describe the specific steps the State took in developing the State Plan to involve the eligible entities.

Throughout the year, DHCD solicits and considers the informal comments of the eligible entities, including the Massachusetts Association for Community Action (MASSCAP) and Community Action Program Legal Services, Inc. (CAPLAW), through a variety of methods including periodic meetings with the DHCD administration, a series of in-person meetings and webinars hosted by DHCD with the Organizational Standards Workgroup comprised of representatives from the CAA network and State Association, as well as regular program monitoring. DHCD encourages the timely and meaningful participation of the eligible entities and the public in the development of the CSBG State Plan. DHCD posts a draft of its State Plan to its website and accepts written comments during the public posting period of the State Plan. Comments from the public are also received during the Public Hearing. The comments are compiled and considered by DHCD. Those comments may result in an update to the State Plan.

SECTION 5

CSBG Eligible Entities

CSBG Eligible Entities: In the table below, list each eligible entity in the State, and indicate public or private, the type(s) of entity, and the geographical area served by the entity. (This table should include every CSBG Eligible Entity to which the State plans to allocate 90 percent funds

CSBG Eligible Entities

CSBG Eligible Entity	Public or Nonprofit	Type of Entity	Geographical Area served by County (Provide all counties)
Action for Boston Community Development, Inc. (ABCD)	Nonprofit	Community Action Agency (CAA)	Suffolk & Middlesex
Action, Inc. (ACTION)	Nonprofit	Community Action Agency (CAA)	Essex
Berkshire Community Action Council, Inc. (BCAC)	Nonprofit	Community Action Agency (CAA)	Berkshire
Cambridge Economic Opportunity Committee, Inc. (CEOC)	Nonprofit	Community Action Agency (CAA)	Middlesex
Citizens for Citizens, Inc. (CFC)	Nonprofit	Community Action Agency (CAA)	Bristol

Community Action Agency of Somerville, Inc. (CAAS)	Nonprofit	Community Action Agency (CAA)	Middlesex
Community Action Committee of Cape cod & Islands, Inc. (CACCI)	Nonprofit	Community Action Agency (CAA)	Barnstable & Dukes
Community Action, Inc. (CAI)	Nonprofit	Community Action Agency (CAA)	Essex
Community Action of the Franklin, Hampshire, and North Quabbin Regions, Inc. (CA)	Nonprofit	Community Action Agency (CAA)	Franklin & Hampshire
Community Action Programs Inter-City, Inc. (CAPIC)	Nonprofit	Community Action Agency (CAA)	Suffolk
Community Teamwork, Inc. (CTI)	Nonprofit	Community Action Agency (CAA)	Middlesex
Greater Lawrence Community Action Council, Inc. (GLCAC)	Nonprofit	Community Action Agency (CAA)	Essex
Lynn Economic Opportunity, Inc. (LEO)	Nonprofit	Community Action Agency (CAA)	Essex
Montachusett Opportunity Council, Inc. (MOC)	Nonprofit	Community Action Agency (CAA)	Worcester
North Shore Community Action Programs, Inc. (NSCAP)	Nonprofit	Community Action Agency (CAA)	Essex
People Acting in Community Endeavors, Inc. (PACE)	Nonprofit	Community Action Agency (CAA)	Bristol & Barnstable
Quincy Community Action Programs, Inc. (QCAP)	Nonprofit	Community Action Agency (CAA)	Norfolk
Self-Help, Inc. (SHI)	Nonprofit	Community Action Agency (CAA)	Plymouth, Norfolk & Bristol

South Middlesex Opportunity Council, Inc. (SMOC)	Nonprofit	Community Action Agency (CAA)	Middlesex & Worcester
South Shore Community Action Council, Inc. (SSCAC)	Nonprofit	Community Action Agency (CAA)	Plymouth
Springfield Partners for Community Action, Inc. (SPCA)	Nonprofit	Community Action Agency (CAA)	Hampden
Valley Opportunity Council, Inc. (VOC)	Nonprofit	Community Action Agency (CAA)	Hampden
Worcester Community Action Council, Inc. (WCAC)	Nonprofit	Community Action Agency (CAA)	Worcester

Total number of CSBG eligible entities: 23

Changes to Eligible Entities List: Has the list of eligible entities under item 5.1 changed since the State's last State Plan submission? **Yes X** ☐ No

Tri-City Community Action Program, Inc. (Tri-CAP), located in Malden, MA, began experiencing financial problems, which ultimately resulted in Tri-CAP filing a petition for a Chapter 11 bankruptcy. Tri-CAP voluntarily relinquished its designation as a CSBG eligible entity, and DHCD subsequently terminated the Tri-CAP CSBG contract. DHCD contracted with an interim CSBG service provider to cover the Tri-CAP service area and issued a Notice of Funding Availability for Fiscal Year 2016. On August 18, 2015, DHCD designated ABCD Inc. as the eligible entity to serve the Everett, Malden, and Medford service area. This designation qualifies ABCD Inc. to receive CSBG funds effective FY 2016 to deliver services to the low-income population of the Tri-CAP service area.

SECTION 6

Organizational Standards for Eligible Entities

Choice of Standards for State establishment Organizational Standards for CSBG Eligible Entities:

The State will use the CSBG Organizational Standards Center of Excellence (COE) organizational standards (as described in IM 138).

If the State is using the COE-developed organizational standards, does the State propose making a minor modification to the standards, as described in IM 138? ☐ Yes **No X**

How will/has the State officially adopt(ed) organizational standards for eligible entities in the State in a manner consistent with the State's administrative procedures act? If "Other" is selected, provide a timeline and additional information, as necessary

X Regulation

X Policy

X Contracts with eligible entities

How will the State assess eligible entities against organizational standards, as described in IM 138?

X Self-assessment (with validation by the State or State-authorized third party)

X Regular, on-site CSBG monitoring

X State-authorized third party validation

Describe the assessment process.

DHCD must assess and measure the performance of organizational standards for Community Action Agencies (CAAs) annually based on the Center of Excellence (COE) CSBG Organizational Standards State Assessment Tool for Private CSBG Eligible Entities. The COE Organizational Standards are structured in three thematic groups comprised of nine categories and total 58 standards for private, nonprofit eligible entities, such as those in Massachusetts. CAAs will be assessed against those standards either during their triennial on-site review, which occurs once each three year period in accordance with a planned calendar, or as part of the annual Organizational Standard assessment review. During each CAA triennial assessment, organizational and programmatic capacities and compliance monitoring are measured and best practices are highlighted in the following areas: Board Oversight; Executive Leadership; Fiscal Oversight and Internal Controls; Human Resource Development; Sample file review; Program Planning and Implementation, including ROMA; Management Information Systems; Outreach and community investment; and Internal and peer feedback review. Agencies deemed at-risk after an assessment receive more frequent in-depth monitoring, which often includes additional site visits during a three year period. DHCD utilizes comprehensive monitoring and assessment tools and will incorporate the COE Organizational Standards to assure CAAs meet the highest standards of management and service excellence. Additionally, DHCD evaluates whether a CAA meets goals of the CSBG Act through review of its three year Community Action Plan document, also referred to as a Community Needs Assessment, and annual Workplan. DHCD may collaborate efforts with a 3rd Party Vendor to assess the overall health of CAAs through the assessment and monitoring process.

Will the State make exceptions in applying the organizational standards for any eligible entities due to special circumstances or organizational characteristics, as described in IM 138?

☐ Yes **No X**

SECTION 7

State Use of Funds

Distribution Process: Describe the specific steps in the State's process for distributing 90 percent funds to the eligible entities and include the number of days each step is expected to take; include information about State legislative approval or other types of administrative approval (such as approval by a board or commission).

As outlined in the table on pages 21-22 of the CSBG Consolidated State Plan and Application, Fiscal Years 2015 and 2016, DHCD shall award at least 90% of the CSBG funds allocated to the Commonwealth of Massachusetts to the 23 private, non-profit eligible entities. DHCD anticipates that the Commonwealth of Massachusetts will receive approximately \$16,619,986 in Community Services Block Grant funding from the U.S. Department of Health and Health Services (HHS) during Fiscal Year 2016, of which 90%, \$14,957,987 will be awarded to eligible entities based on a historical funding formula.

In the event that the federal CSBG appropriation for Fiscal Year 2016 is less than the amount received by the Commonwealth for FY 2015, DHCD shall allocate funding to eligible entities based on the distribution formula used for FY 2015, or in any other manner which is consistent with the requirements of the Community Services Block Grant Act. The annual funding and contracting cycle will correspond directly to the timely availability of funds from HHS. Community Services Block Grant funds that are distributed as grants to eligible entities and have not been expended by an entity may be carried over into the next fiscal year for expenditure by the entity for program purposes, with limitations as described on pages 22-23 of the CSBG Consolidated State Plan and Application, Fiscal Years 2015 and 2016.

Distribution Timeframe: Does the State plan to make funds available to eligible entities no later than 30 calendar days after OCS distributes the Federal award? **Yes X** ☐ No

Does the State have remainder/discretionary funds? **Yes X** ☐ No

If yes was selected, describe how the State plans to use remainder/discretionary funds in the table below. **[SEE NEXT PAGE]**

Use of Remainder/Discretionary Funds

Remainder/ Discretionary Fund Uses	Year One (2015)	Year Two (2016)	Brief description of services/activities
Coordination of State-operated programs and/or local programs	3%	3%	The Undersecretary, at her discretion, will distribute funds to non-profits for the purpose of coordinating state-operated programs and services targeted to low-income children and families with services (provided by eligible entities and other funded organizations) to ensure increased access to services provided by such state or local agencies. The criteria used to select activities for funding include: (1) activities that closely reflect broader policy objectives of DHCD; (2) services to assist special or unserved populations; (3) diversity in the distribution of resources throughout the Commonwealth of Massachusetts; and (4) other initiatives that expeditiously respond to the needs of low-income people, as determined by DHCD.
Statewide coordination and communication among eligible entities	8%	8%	The Undersecretary, at her discretion, will distribute funds to non-profits for the purpose of supporting statewide coordination and communication among eligible entities. The criteria used to select activities for funding include: (1) activities that closely reflect broader policy objectives of DHCD; (2) services to assist special or unserved populations; (3) diversity in the distribution of resources throughout the Commonwealth of Massachusetts; and (4) other initiatives that expeditiously respond to the needs of low-income people, as determined by DHCD.

Innovative programs by eligible entities or other neighborhood groups	89%	89%	<p>For Fiscal Years 2015 through 2016, DHCD has identified several priority categories in which CSBG Special Projects funding is to be directed. Priority categories identified to date are: Economic self-sufficiency; Affordable housing and homelessness efforts; Increasing the coordination and partnerships between Community Based Organizations (CBOs) and municipal government; Targeting funds for direct impact on low-income youth; and Community improvement, revitalization, and empowerment through civic engagement. DHCD shall distribute discretionary fund awards on a rolling basis for projects that address specific priority areas. Special Projects categories take into consideration the priorities of the Governor: 1) Boosting the Massachusetts economy by focusing on workforce development, & reduction of the unemployment rate, 2) Closing the achievement gap in Massachusetts schools through education reform and 3) Addressing the homelessness crisis in the state. The Undersecretary, at her discretion, may also provide financial and technical assistance grants to support a variety of anti-poverty and economic development activities that reduce poverty, revitalize low-income communities and empower low-income families and individuals in rural and urban areas to become self-sufficient. Discretionary funds are awarded to community action agencies, as well as other community based nonprofit agencies, for start-up projects rather than multi-year funding. DHCD will encourage CAAs to utilize more outcome-based metrics rather than output-reporting when being considered for discretionary grants from DHCD sources. Also, priority will be given to innovation and replicable initiatives which address both federal and state CSBG goals.</p>
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What types of organizations, if any, does the State plan to work with (by grant or contract using remainder/discretionary funds) to carry out some or all of the activities in table 7.9.

Check all that apply and narrative where applicable]

- X CSBG eligible entities
- X Other community-based organizations
- X State Community Action Association

SECTION 8

State Training and Technical Assistance

Describe the State’s plan for delivering CSBG-funded training and technical assistance to eligible entities under this State Plan by completing the table below. Add a row for each activity: indicate the timeframe; whether it is training, technical assistance or both; and the topic. (CSBG funding used for this activity is referenced under item 7.9(a), Use of Remainder/Discretionary Funds.)

Training and Technical Assistance			
Fiscal Year (Y) Quarter (Q) / Timeframe	Training, Technical Assistance, or Both	Topic	Brief Description of “Other”
Ongoing / Multiple Quarters	Both Training & Technical Assistance	Standards for eligible entities with unmet standards on TAPs and QIPs ROMA Community Assessment Strategic Planning Other*	*DHCD has invested in the MASSCAP Training Center to strengthen CAA capacity building. DHCD supports CAA training activities in conjunction with MASSCAP and Non-Profit vendors, which will focus on leadership and governance oversight, crisis management, back office capacity collaborations, strategic alliances, and fiscal oversight.

Indicate the types of organizations through which the State plans to provide training and/or technical assistance. (Check all that apply.)

- X Other [Narrative, 2500 characters]

DHCD will solicit comments and feedback from the CAAs, through the use of the Center of Excellence (COE) CSBG Organizational Standards State Assessment Tool for Private CSBG Eligible Entities, the DHCD monitoring assessment process, and the MASSCAP Training Center. Based on

the needs of the State CAAs, DHCD will establish sources to provide training and technical assistance to ensure that all CAAs have appropriate organizational capacity and are moving toward meeting all Organizational Standards.

SECTION 9

State Linkages and Communication

Note: This section describes activities that the State may support with CSBG remainder/discretionary funds, described under Section 675C (b)(1) of the CSBG Act. The State may indicate planned use of remainder/discretionary funds for linkage/communication activities in Section 7, State Use of Funds, items 7.9(b) and (c).

State Linkages and Coordination at the State Level: Describe the linkages and coordination at the State level that the State plans to create or maintain to ensure increased access to CSBG services to low-income people and communities under this State Plan and avoid duplication of services (as required by the assurance under Section 676(b)(5)). Describe or attach additional information as needed.

Check all that apply from the list below and provide a Narrative,

- X State Low Income Home Energy Assistance Program (LIHEAP) office**
- X State Weatherization office**
- X Supplemental Nutrition Assistance Program (SNAP)**
- X State housing office**

The Division of Community Services (DCS) is the conduit through which DHCD provides CSBG services to the low-income population of Massachusetts. Working in cooperation with the federal government, other state agencies, local and regional nonprofits, and the private sector, DCS is responsible for planning, implementing, and monitoring the delivery of federal and state anti-poverty efforts, activities, neighborhood economic development, homelessness prevention, fuel assistance, and weatherization programs across the Commonwealth. DCS is organized into five (5) components: the Community Services Unit (CSU), the Community Development Unit (CDU), the Office of Sustainable Communities (OSC), the Energy Conservation Unit (ECU) and the Fiscal and Compliance Unit (FCU). DCS integrates the resources of the CDU, CSU, OSC and the ECU to ensure increased access to CSBG services to low-income people and communities. DHCD supports new and innovative projects aimed at meeting the goals of DHCD, including self-sufficiency, educational outcomes, and combatting homelessness. DHCD accomplishes this through: 1. programs and funding that target populations of low to moderate-incomes and those with special needs; 2. coordinated, integrated and balanced agency responses to address the comprehensive needs and interests of communities; 3. programs and technical assistance designed to facilitate informed decision-making at the local level, and to encourage self-sufficiency of residents and communities; and 4. sound business practices that ensure the highest standards of public accountability and responsibility.

Feedback to Eligible Entities and State Community Action Association: Describe how the State will provide feedback to local entities and State Community Action Associations regarding performance on State Accountability Measures.

Within 60 days of notification from the Office of Community Services regarding feedback from the Massachusetts CAAs and MASSCAP, the State will issue a report to the local eligible entities and State Association, and will follow up with the eligible entities and State Association through communication about the feedback.

SECTION 10

Monitoring, Corrective Action, and Fiscal Controls

Monitoring of Eligible Entities (Section 678B (a) of the CSBG Act)

Specify the proposed schedule for planned monitoring visits including: full on-site reviews; on-site reviews of newly designated entities; follow-up reviews – including return visits to entities that failed to meet State goals, standards, and requirements; and other reviews as appropriate.

This is an estimated schedule to assist States in planning. States may indicate “no review” for entities the State does not plan to monitor in the performance period.

For States that have a monitoring approach that does not fit within the table parameters, attach the State’s proposed monitoring schedule.

Planned CAA on-site monitoring calendar for FY 2016

CSBG Eligible Entity	Review Type	Target date	Date of Last full Review
CAI	Full Onsite	FY2 Q3	11/8/12
CEOC	Full Onsite	FY1 Q2	12/14/12
WCAC	Full Onsite	FY2 Q4	2/7/13
SHI	Full Onsite	FY2 Q1	3/26/13
SSCAC	Full Onsite	FY2 Q1	3/6/13
CTI	Full Onsite	FY2 Q3	4/24/13
MOC	Full Onsite	FY2 Q3	5/28/13
SMOC	Full Onsite	FY2 Q1	5/8/13
CFC	Full Onsite	FY2 Q4	6/26/13

Monitoring Policies: Provide a copy of State monitoring policies and procedures by attaching and/or providing a hyperlink. [\[SEE ATTACHED\]](#)

Initial Monitoring Reports: According to the State's procedures, by how many calendar days must the State disseminate initial monitoring reports to local entities? [\[60 days\]](#)

Quality Improvement Plans (QIPs): How many eligible entities are currently on Quality Improvement Plans? [\[0 \]](#)

Reporting of QIPs: Describe the State's process for reporting eligible entities on QIPs to the Office of Community Services within 30 calendar days of the State approving a QIP?

[In the event that an eligible entity submits a proposed Quality Improvement Plan \(QIP\) and DHCD has approved the plan, DHCD will notify the Office of Community Services \(OCS\) within 30 calendar days of State approval, pursuant to subsection 678C \(a\)\(4\), 42 U.S.C. subsection 9915\(a\)\(4\).](#)

Single Audit Management Decisions: Describe State procedures for issuing management decisions for eligible entity single audits, as required by Block Grant regulations applicable to CSBG at 45 CFR 75.521. If these procedures are described in the State monitoring protocols attached under item 10.2, indicate the page number.

[DHCD will comply with the federal mandate pursuant to Super Circular, Title 2, subsection 200.501\(d\). DHCD will be responsible for issuing a management decision within six months of acceptance of the audit report by the Federal Audit Clearinghouse. The CAA must initiate and proceed with corrective action as rapidly as possible and corrective action should begin no later than upon receipt of the audit report.](#)